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ABSTRACT

The application of lessons gained from rural experience with development communications to the problems of delivering social services to the poorer segments of the urban areas is described in a report on the squatter upgrading project in Lusaka, the capital of Zambia. A Project Support Communications Unit established to provide communication between the communities and the Housing Project Unit uses such media as videotape, slides, films, audiotape, photographs, posters and leaflets, and street theater and popular music to enhance the flow of information to and from project participants. Also included in this issue are articles describing a program for the social marketing of contraceptives in Mexico; a bilingual program in Austin, Texas, which is based on low-cost program and media production models developed in several Latin American countries; an independent service for pretesting media messages; a rural communication network in Liberia; a curriculum reform project in Honduras; a game for teaching literacy; the Laubach method for producing literacy primers; and a major project now underway to test whether radio can be used effectively to teach English language arts. Book reviews and ERIC resources are also included, as well as a regular feature, Dilemmas in Country X: Candid Discussions about Failures. (BK)

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DEVELOPMENT COMMUNICATION REPORT

No. 31, July 1980

DEVELOPMENT COMMUNICATION IN AN URBAN SETTING: The Lusaka Squatter Upgrading Project

U.S. Agency for International Development
Clearinghouse on Development Communication

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No. 31

While the bulk of international development assistance for the last decade has been directed to solving the problems of the "poorest of the poor" in the rural areas of developing nations, the urban sector has not been neglected. Policy makers recognize that in the final quarter of this century, the size of the urban population in developing countries is expected to increase by nearly one billion, as a result of natural population growth and rural-urban migration, from an estimated 650 million in 1975 to more than 1,600 million in 2000. World Bank figures indicate that "by the year 2000, some 40 cities in developing nations are projected to exceed 5 million in size, while 18 of them may be larger than 10 million." This urban expansion will be a major challenge for those responsible for urban resource management as the stress on urban land, transport, shelter, water, sewerage, and other services intensifies.

Like the Zambian project described below, many projects now underway in the cities of developing nations are applying the lessons gained from rural experience with development communication to the problems of delivering social services to the poorer segments of the urban areas. The two-way communication flows they have been able to achieve are proving valuable to urban managers attempting to understand and keep pace with their rapidly growing constituencies.

Development Communication in an Urban Setting: The Lusaka Squatter Upgrading Project

by Kirsten Karanfilovic

Lend me your labour mr. man
I'll show you a good plan
take yourself a bag of cement and lots of soil
you're ready to make a brick no rain
can spoil
let us make houses forever our own.

(Excerpt from a song composed and played by a group of residents in George squatter compound in Lusaka, Zambia)

Due to the increase of its urban population following Independence in 1964, Zambia is now, with the exception of South Africa, the most urbanized country on the African continent south of the Sahara. The phenomenal increase of people living in urban areas has been concentrated in Lusaka, the capital city, whose population grew from 123,000 in 1964 to 400,000 ten years later — an average of 15 percent a year from 1964 to 1969. The increased private and government economic activities generated by the attainment of Independence helped employment in the formal sector to grow at a rate of 11 percent a year, thus the majority of people migrating to the city have been absorbed into the work force.

While employment opportunities have nearly kept pace with Lusaka's population growth, however, housing has not. In the first ten years following Independence, only 10,000 new houses were provided in Lusaka. People therefore had to find ways to provide their own accommodations, and unauthorized settlements mushroomed around the city. Many of the houses the people built were mud brick with thatched roofs, resembling the houses in rural villages. In general, the houses were appropriate for the local climatic conditions, but because people lived with the insecurity and fear that they would be evicted and their houses demolished by the government, maintenance of the houses was poor. People lived from day to day, in shelters that everybody regarded as temporary. Today, 250,000 people — half of the inhabitants of Lusaka — live in self-established settlements, or squatter areas.

Upgrading

By 1972, the Zambian government was forced to acknowledge that the squatter areas represented assets in both social and financial terms, and that upgrading these areas was the least expensive potential solution to the housing problem. An effective upgrading effort could achieve three major aims:

- give security of tenure to the so-called "squatter";
- improve the physical condition of the houses; and
- provide basic infrastructure and social services to the communities.

In 1974 the government established the Housing Project Unit within the Lusaka City Council to upgrade three major squatter complexes — Chawama, George, and Chaisa. Financed by a joint Zambian government-World Bank loan of US $41.2 million, the project is charged with providing the existing communities with piped water, storm water drainage, and proper roads with security lighting. In addition, community facilities such as schools, health clinics, multipurpose community centers, and markets are being built.

In order to make way for new roads and community facilities, some families have had to move out of the existing settlements; others have been moved to reduce the housing density. These families are being resettled on serviced plots in the overspill area located adjacent to upgraded settlements.

The project calls for 7,800 new houses to be built in the overspill areas, and for 19,500 existing houses to be improved to an acceptable or good standard. A total of more than

(Continued on page 2)

In this issue...

Lusaka Squatter Upgrading Project p.1
Contraceptive Marketing in Mexico ..... p. 3
South-North Exchange ..... p. 4
Pretesting Media Messages ..... p. 5
Case Study in Communication Planning ..... p. 7
Communicator's Checklist ..... p. 8
Honduran Curriculum Reform Project ..... p. 10
A Game for Teaching Literacy ..... p. 11
Laubach Literacy Primers ..... p. 12
On File at ERIC ..... p. 13
Dilemmas in Country X ..... p. 16

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160,000 people will benefit from the improvements to these squatter settlements.

A crucial part of the upgrading process, which is based on self-help, is the motivation and participation of the residents in the implementation of the project, thus two-way communication with the residents is acknowledged as prerequisite to the project's success.

Project Support Communications

To establish proper facilities for communication between the communities and the Housing Project Unit, UNICEF has contributed to the establishment of a Project Support Communications Unit. This unit uses media tools such as videotape, slides, films, audiotape, photographs, and printed materials such as posters and leaflets to support the activities of the Housing Project Unit. Innovative approaches using street theater and popular music from the squatter compounds have proved to be particularly effective in enhancing the flow of information to — and from — the project participants.

The Housing Project Unit uses local party officials as middlemen in the communication process. Before upgrading started, the political leadership in the squatter compounds was elected by the residents and made decisions on behalf of, and in direct consultation with, the electorate. It is through this elected leadership that messages are now sent to all of the residents, and it is through collaboration with the leadership that opposition to project operations is avoided.

The communications unit has played an important role in arranging and taking part in briefing meetings and leadership seminars to inform these local authorities about every step of the project. Media such as slides and videotapes, produced by the communications unit, have been used in such meetings to review project activities and to stimulate discussion. As a result of this process, feedback from the community on planned project operations has in many cases changed decisions to the satisfaction of the residents.

The communications unit has worked with the community development workers attached to the Housing Project Unit in arranging slide and film shows to augment information delivery to the residents. These events normally take place in the evenings and on weekends. The slides generally pertain to different aspects of the upgrading process and give the residents a visual idea of what is entailed in their participation in the project. The average size of the audience at these meetings is about 500 adults.

Open-air Theatre

Open-air theater has been used in the Lusaka project to encourage audience participation and to get feedback from the residents. Three plays have been performed, not only in the squatter areas, but on radio and television. The theme of one play is the importance of constructing houses that can be completed within the financial means of the participants. The play stresses modest housing and the use of less expensive building materials such as soil-cement blocks, which are a viable alternative to concrete blocks.

Another play, "It Will Be Better Tomorrow," deals with upgrading in general, and points up the positive impact of the project on the life of the principal character, a skeptical resident of a squatter compound. This play has been performed in English and in two local languages. The theme of the third play, "How We Built This Compound," is an affirmation of the concept of self-reliance.

Street Music

Since 1976, the Buntungwa Star Band has been attached to the Project Support Communications Unit. The musicians, all residents of one of the squatter compounds, make their own instruments and compose songs about the benefits of cooperative self-help work, Housing Project Unit operations, and individual self-help jobs such as soil-cement block making. Lyrics are in the most widely spoken of the local languages.

The Band performs at various block-making demonstration sites, attracting residents, passing on the message, and providing "load-lightening" musical accompaniment to residents who are demonstrating the process of making soil-cement blocks. The Band also entertains at meetings of the residents in the compounds, and their songs are used as background music for radio programs.

The communications unit has contrived in the release of two seven-inch single records by the Band, publicizing project activities. The records, "Chitukuko" (development) and "Twaliculile" (we suffered), have great popular appeal and have managed to spread the messages of the Housing Project Unit to a large audience.

Radio Programs

In 1975 the communications unit participated in the production of a radio program, "Self-help Forum." Subsequently, successful negotiations with Radio Zambia resulted in the donation of free air time, and several series of programs have since been broadcast. In the first series, squatters and project staff shared ideas related to upgrading. This series, "Squatter Forum," consisted of 13 programs. Evaluation of the radio programs indicated high and positive reception, so they have been continued by the communications unit. Another series of 13 programs dealt with issues of current interest, such as the introduction of payment-of-service charges and a briefing on occupancy licenses.

Other Communication Functions

Another objective of the unit, to establish good communication channels *within* the Housing Project Unit, is achieved through a monthly newsletter that serves as a forum for the staff to air their views. The communications unit also serves as a liaison with the press (national and international newspapers and magazines), radio, and television to create a favorable image of the project.

Visitors from both Zambia and abroad are given an orientation to the project that includes lectures, slides, films, transparencies, and briefing materials, as well as guided tours in the areas where the Housing Project Unit is operating. By visiting the squatter areas of Lusaka, one can see houses being improved and constructed, largely in a spirit of self-help and self-reliance. Upgrading is by nature a continuous process, one that requires ongoing and open communication channels, and the success of the Lusaka project thus far is an indication that the communication channels available to the project participants are being used to good effect. ■

Kirsten Karanfilovic has been working since 1978 as communications officer in the Project Support Communications Unit. For more information contact her c/o the Housing Project Unit, Lusaka City Council, P.O. Box 34586, Lusaka, Zambia.

An excellent source of audiovisual materials related to urban development is Vision Habitat — the United Nations Audio-Visual Centre for Human Settlements. (See "An Interview with Andreas Fugelsang," DCR No. 24.) Established in 1976 to distribute films produced for the Vancouver conference on human settlements, Vision Habitat is now part of the United Nations Centre for Human Settlements (UNCHS), headquartered in Nairobi, and is responsible for distributing information materials generated by UNCHS.

UNCHS has recently started a program to develop training materials in the field of human settlements. These materials will consist of a series of educational packages for use in training project managers and middle-level project staff. UNCHS has adopted a new approach in these packages, combining films with written case studies. The first package on the theme of slum improvement, focuses on a marginal settlement upgrading project in Barrio Escopa, a community of some 8,000 people in Quezon City, the Philippines. The project is jointly sponsored by the U.N. Environment Program, UNCHS, and the Philippine National Housing Authority.

The UNCHS training package contains a 40-minute 16mm color film, "Little by Little — Upgrading Barrio Escopa," produced in collaboration with the National Film Board of Canada. It also contains 30 copies of the written case study and an instructor's manual. The first edition, which is experimental and in limited quantity, may be purchased from the UNCHS Information Division, Kenyatta Conference Centre, P.O. Box 30030, Nairobi, Kenya.

The Social Marketing of Contraceptives in Mexico

by Luis de la Macorra

PROFAM, a new program for the social marketing of contraceptive products in Mexico through commercial channels, has been able to achieve in a short time what was once considered almost impossible: it has made "contraceptive" an accepted word in Mexico. After only one year on the market, PROFAM contraceptive products — a new nonprofit, subsidized brand — are sold in 85 percent of the country's 10,000 drugstores. In most of these stores, PROFAM products are shown on an attractive display unit placed on the counter near the cash register, a circumstance that would have been unheard of as little as a year ago.

Since 1972, when the Mexican government inaugurated its first government-sponsored national family planning program, Mexico has developed one of the most aggressive family planning programs in the world. Before 1972, the government's position had always favored population growth. It became obvious, however, that if the population continued to grow at the 1972 rate of 3.5 percent annually, the population would reach 135 million by the year 2000 — roughly double the country's 1978 population level. The government's ultimate goal is to achieve a 1 percent growth rate by the year 2000. By 1978 the rate had been reduced to about 2.9 percent annually. Thus, an aggressive program is necessary if the 1 percent goal is to be reached.

The current government program is spearheaded by the Coordinación del Programa Nacional de Planificación Familiar, which unifies the efforts of the three major health institutions in Mexico, and is supported commercially by PROFAM, a private nonprofit institution.

PROFAM was organized in 1978 when, after reviewing the situation in Mexico, investigators found that almost one-half of the contraceptive users obtained the products they required through regular commercial channels of distribution such as drugstores. The rest of the users received contraceptive products (generally free of charge) through hospitals, clinics, and community-based distribution systems. The investigation revealed that contraceptive products available through drugstores were expensive, lacked dependable distribution, and had no promotional advertising or educational support, even though the general consumer was hungry for information on how to engage in family planning.

Based on these facts, a group of individuals, mostly executives of private Mexican companies, decided to organize PROFAM as a private nonprofit enterprise to market contraceptive products at cost nationally, not only through drugstores, but also through other channels of distribution. In order to properly plan the strategy to be followed, the organization first had to carry out one of the most comprehensive market research investigations on family planning ever conducted in the world.

During 1978 a three-phase market research program was developed that included a qualitative motivational analysis phase at the consumer level, a quantitative consumer analysis, and an investigation to determine knowledge, attitudes, and practices of retailers of both drugstores and food stores. Based on the results obtained, PROFAM developed not only the basic operational strategy, but also the sales, advertising, and educational plans for introducing PROFAM contraceptive products in Mexico.

The market research program helped the organization to determine the correct formulation and types of contraceptive products on which to focus. An accepted package design was researched and developed, and simple instructional leaflets were prepared. During the month of April 1979, through a well-trained sales force of 30 promoeducators, PROFAM began distribution of five contraceptive products to drugstores throughout Mexico. These products include the pill, the condom, foam, cream, and vaginal suppositories, all of which are manufactured locally and sold at cost.

It was understood from the beginning that in order to guarantee the success of the program, it was necessary to develop an advertising campaign with sufficient impact and penetration to support massive sales of PROFAM contraceptive products. This represented a totally new challenge. No contraceptive products had ever been advertised and promoted in Mexico, and the word "contraceptive" was not an acceptable term to use in mass media advertising. Careful planning of the creative strategy and advertising copy was required, since it was necessary to obtain the approval of the Health Department for every phase of the campaign. It was necessary to convince media representatives that what PROFAM proposed to do was not only correct but necessary for the future of Mexico, and it was, of course, vitally necessary to reach potential consumers, both men and women, and convince them of the benefits of family planning and the use of PROFAM products.

Product display units have been distributed to most of the drugstores in Mexico, placing pamphlets and products within the reach of the consumer.

Using the results obtained through the motivational market research investigation, an advertising campaign was developed, to be implemented in concert with the distribution program. The initial phase of the advertising campaign, prior to the initiation of PROFAM contraceptive sales to the consumer, used the mass media, particularly newspapers, to announce the introduction into the market of the new PROFAM contraceptive products, emphasizing the fact that they were being made available to the population through an educational family planning program. It was important to em-

(Continued on page 4)

A large number of printed educational materials have been prepared to support the PROFAM distribution program.

phasize the educational aspect from the beginning in order to provide a base of respectability from which to develop the total program.

Soon after initial distribution had been achieved in 40 percent of Mexico's drugstores (approximately three months after the beginning of the distribution campaign), a new phase of the advertising campaign was initiated, announcing the availability to the consumer of the five economic and efficient contraceptive products, under the umbrella trade name of PROFAM. The theme of the campaign was, "If the problem is family planning, the solution is PROFAM." Research results had indicated that people were concerned about family planning but did not know how to decide properly which was the best contraceptive product to use and how to use it. PROFAM intended to answer these questions, gearing its messages to the responsible Mexican couple. This second phase of the advertising program was to be carried out for the duration of the distribution effort in drugstores and was to last for approximately 10 months. The basic medium for the campaign was radio, supported by magazines and newspapers. Even though all of the media employed the same basic messages and strategy, implementation was adjusted to take into consideration the socioeconomic level of the segment of the population to which the message was directed through the particular magazine or radio station.

The objective of this phase of the advertising campaign was to reach all consumers of the middle and lower socioeconomic levels with the message that PROFAM was an educational program that offered low-price contraceptive products through drugstores, where the necessary family planning orientation could also be obtained.

The original advertising strategy included a third phase, to be initiated with the expansion of distribution to other outlets such as general stores in rural areas. This third phase, which emphasizes the characteristics of each contraceptive product and indicates why one of them is the ideal product for each couple, was begun in June 1980.

Knowing the great desire for information on the part of a large segment of the population, PROFAM began in the fall of 1979 a question-and-answer service through the mail as part of the promotional program. The concept was popularized through a column included in six high-circulation popular magazines. Written by Dr. Ana Campillo, PROFAM's Medical Director, the column offers to answer any question on the subject of family planning and sex. As a result of this promotion, an average of 40 letters are received every day, requesting all kinds of information relevant to family planning.

Mass media communication is not the only means employed to promote PROFAM and educate the potential consumer. During the last two months of 1979, a force of 50 well-trained women conducted a house-to-house sampling program, visiting a total of 182,254 homes in Ciudad Netzahualcoyotl, a large lower-class marginal community near Mexico City. The women left a family planning message in each home by distributing pamphlets and free product samples. This effort was the largest house-to-house sampling of contraceptive products ever conducted.

After one year on the market, and less than one year from the beginning of advertising, PROFAM is a well-known line of contraceptive products in Mexico, a fact that can easily be substantiated by the large number of humorous references to PROFAM in newspapers, magazines, and radio programs. It is not uncommon to see PROFRAM referred to in graffiti and cartoons. PROFAM has achieved this level of acceptance and visibility by using commonly accepted marketing practices, integrating an aggressive marketing plan using media advertising, house-to-house sampling, and promotional support, to give the consumer the product required at the lowest possible price. ■

Luis de la Macorra is General Director of PROFAM. For further information contact him c/o PROFAM, Ejercito National No. 201, Mexico 17, D.F., Mexico.

South-North Exchange:

A Texas Program Based on Latin American Models

by Emily Vargas Adams

María Cristobal peers out of the sheet-covered window of her two-room house to see who is knocking at her door. Her one-month-old infant awakens from his nap as she opens the door to welcome her neighbor, Carmen Castillo. Carmen is there to invite María to join the Programa Padres e Hijos — the Bilingual Infant Development and Parent Education Program — to learn how to guide the development of her baby. María agrees to participate in the program, and soon she is receiving weekly home visits and joining in monthly small group sessions with other mothers in her *barrio*. In those sessions she learns about infant stimulation, nutrition, health, and safety, and how to make inexpensive learning toys. Through her participation in the program, María enrolls in her first formal adult education classes. In the future, with further preparation and training, María may join the Volunteer Home Visitors group and thereby help to reach out to other young mothers in the *barrio*. She may also help with media presentations, the toy lending library, or the program's Family Assistance Service.

María's *barrio* home is in Austin, Texas. The Programa Padres e Hijos, a community program of the Center for the Development of Non-Formal Education (CEDEN), is based on low-cost program and media production models developed in several Latin American countries. This CEDEN program, like its Latin American models, is notable for its high levels of local participation, cultural relevance, flexibility, and positive outcomes in terms of family and child development.

The program's media work, directed by Patricia Platt, has evoked the active participation of other members of the CEDEN team and the community. The three main

types of media and materials activities are slidetape presentations, videotapes, and infant development albums for parents. All presentations are bilingual, using local Mexican-American vocabulary and idiomatic expressions, and all use local music.

Local mothers apply their knowledge and experience to the choice of themes for the slidetape presentations, to the picture-taking process, slide selection, and the choice of music. They also participate in the formative and summative evaluation of each presentation by reviewing the content, methods, impact, quality, and other dimensions of the work. Through their assistance, the cost of production is lowered, and the relevance of the presentations is increased. The utility of the media presentations completed to date cannot yet be fully evaluated, as the program is still in its pilot phase, but initial indications are that the mothers are keenly interested in the presentations and find them useful in reinforcing the curriculum of the home visitations.

Although the Programa Padres e Hijos has focused on the positive and rapid development of the infant, a series of secondary "opening-up" effects are occuring that will be examined in the program's appraisal and evaluation stages. These include increased family solidarity, increased utilization of adult learning services, and the promotion of *barrio* development.

Phase II of the program will extend from October 1, 1980, to June 31, 1981, and will include a strong evaluation and research component. The program's ultimate goal is to provide a replicable model for use in other communities.

The Latin American program models, methods, materials, and media approaches that are guiding the CEDEN program in various ways include:

- "Programa Niños Inteligentes," Centro para el Desarrollo de la Educación No-Formal (CEDEN), Bogotá, Colombia;
- "Proyecto de Investigación: Desnutrición y Desarrollo Mental," Instituto Colombiano de Bienestar Familiar/Harvard University, Bogotá, Colombia;
- "Programa Padres e Hijos," Centro de Investigación y Desarrollo de la Educación (CIDE), Santiago, Chile;
- "Programa de Estimulación Precoz," Servicio Nacional de Salud, Santiago, Chile;
- "Programa Hogares de Cuidado Diario," Fundación del Niño, Caracas, Venezuela;
- Acción Cultural Popular, Colombia;
- Inter-American Institute of the Child, Uruguay. ■

Emily Vargas Adams was assisted by several other members of the CEDEN staff in writing this article: Patricia Platt, Carmen Castillo, Henrietta Robledo, Elisabeth Barnett, and Terry Mason. For more information, contact CEDEN, 2109 East 2nd Street, Austin, Texas 78702, U.S.A.

An Independent Service for Pretesting Media Messages

by William A. Smith

The importance of pretesting media programs and messages is becoming more accepted by communication planners and media production directors. One problem, however, remains critical: how to administer an effective pretesting system for a relatively small volume of programs. It is one thing to know that programs and materials can be improved if they are pretested with representative groups of a given target population. It is something quite different to organize regularly the human and financial resources necessary to conduct adequate pretesting procedures.

Many planners try to treat pretesting as an integral part of the production task, as an internal project function related exclusively to the improvement of the specific media products being tested. They request that program directors add pretesting to an already extensive list of production tasks. Some projects, particularly those funded by international donors, have been able to muster the resources to support these new costs. In most cases, however, pretesting remains an expensive luxury when it must be built into each new communication project as a separate element.

The internal, producer-administered pretesting model is not only expensive, it also robs future programs of the information and insights gathered in the pretesting process. Only rarely are pretest results shared among program producers. This is true partially because analysis takes time, and also because of the belief that information from pretesting is relevant only to the specific set of programs or materials being tested.

One alternative to the producer-administered pretest that is worthy of some attention is the concept of an independent standardized pretesting service.

Independent standardized testing services are not new to commercial advertisers in industrial countries. Services like those of Gallup and Robinson or Burke Market Research in the United States regularly provide commercial radio and television spot producers with comparative information on information recall and on the attention-getting potential of their media products.

An excellent example of such a service applied to social marketing in the United States is the Health Message Testing Service (HMTS), jointly sponsored by the National Cancer Institute; the National Heart, Lung, and Blood Institute; and the Office of Health Information and Health Promotion and Office of Public Affairs of the Department of Health and Human Services. Each of these government agencies is concerned with promotion of large-scale health education programs within the United States, and each is consequently concerned that health education materials be of the highest quality. The HMTS is an economical way of helping agency and selected independent producers test specific messages and of compiling comparative test data useful to planners of new health education campaigns.

The HMTS consists of three groups. The government agencies (primarily the Office of Cancer Communications of the National Cancer Institute) oversee and administer HMTS. Porter, Novelli and Associates (a social marketing firm that assisted in developing HMTS) prepares test questionnaires, analyzes test results, and performs larger analyses based on normative data gathered from many tests. McCollum/Spielman and Company (a commercial research firm) conducts the field testing.

The Message Testing Process

The first step in the HMTS process is for the message sponsor to submit rough-draft media materials. These may be either radio or television spots, but emphasis is placed on their submission in rough rather than final production form. It has been shown in commercial testing that test results for draft and final formats are similar, but while producers may be willing to make changes in draft materials, they are less likely to heed the results of pretesting if changes must be made in costly final production formats.

The test designers of HMTS then work with the message producer to develop a pretesting questionnaire, including both open-end and closed questions. There is a set of standardized questions used for every message, regardless of message content or objective, and a short series of non-standardized questions that probe sensitive areas specific to each message. The standardized questions are divided into two categories: 1) demographic questions that elicit information on the respondent's age, sex, educational level, occupation, and income; and 2) standard measures of communication that indicate the message's ability to attract listener attention and the degree to which the main ideas in the message are communicated accurately. In contrast, a non-standardized question might probe whether the audience would have a negative reaction to viewing a particular image, or it might assess the comprehension of specialized vocabulary or the credibility of an important character in the message.

Once the questionnaire has been devel-

oped, specific target audience characteristics are identified. The HMTS uses a total test group of 300 respondents, 100 in each of three different geographic locations. Respondents are recruited at random, brought to one of the three testing facilities, and told they will be asked to judge the quality of a new television show being considered for national distribution. In actuality, the television show is simply a composite of old variety acts; it is the commercial messages that are being tested.

The testing sequence is divided into eight phases, during which respondents are shown four messages that are being tested, mixed in with the variety program and with three control messages. They are asked to answer questions related to the variety show, as it is important that they believe it is the variety show being tested. The next set of questions assesses the attention-getting power and main idea recall of the test messages.

Respondents are then given a second chance to see each of the four test messages, again in the context of a television program. Again, the respondents are asked to answer questions about the variety program, then to make qualitative judgments about the test messages. They are asked to identify the main ideas each message tried to communicate, what was worth remembering, confusing, hard to believe, liked, or disliked. Finally, respondents are asked to answer specific questions designed to probe sensitive aspects of individual messages.

Within two weeks, the message producer receives results from the message recall and attention-getting questions, along with preliminary observations about the message's performance compared with other tested messages. A final report is then produced that analyzes the tailored probing questions and summarizes the strengths and weaknesses of the message compared to those previously tested.

Applying the Results

Pretesting, unlike summative evaluation and even many forms of more extensive formative evaluation, must be immediately useful to producers. It must tell them something they did not already know, and it must tell them in such a way that they can accept the criticism of their product and can make changes that will improve that product. This is the final and perhaps most important job of the message testing service. It must have personnel who are sensitive to the producers' emotional and financial investment and who are articulate in suggesting changes.

HMTS has addressed these needs in several ways. By having concrete, independent, and reliable data, it provides credible and relevant information to the producers. Its results reflect a systematic process that the producer respects. When 200 of 300 respondents say they are confused when "DES" (a drug being promoted) is mentioned in a radio spot, the producer knows he has a problem. HMTS also provides comparative data to producers. Some producers are uncertain which of two different formats works best. By submitting both formats to the testing service, producers are able to compare their effectiveness.

Finally, HMTS is developing long-term comparative information useful in suggesting future directions of health campaigns generally. Staff members have used the main idea test scores to group the first 17 messages they have tested into three categories: the top five, the next seven, and the lowest five. Using this system, they have been able to identify characteristics common to each group and to develop a list of some 26 effectiveness variables. Six factors appeared to contribute to the success of the messages with the highest scores:

1. The problem in question was mentioned an average of five times in the message.
2. The problem was identified an average of 10 seconds into the message.
3. Dialogue was delivered directly by the characters in the message.
4. Audio and visual elements were well integrated.
5. Both the problem and the solution were emphasized.
6. The subject of the message was clear merely from visuals.

As the number of messages tested grows, these characteristics can be further validated, and separate analyses can be made for specific target groups.

When Is a Pretesting Service Viable?

Our original dilemma was how to provide effective pretesting services for producers whose volume of message production may be quite small. What can be done for the producer who makes five spots a year and simply cannot afford to hire two extra specialists as pretesters, or who cannot reassign existing production personnel to pretesting duties? Is a standardized independent testing service an answer? Maybe, but probably not if the level of total message production in the country is very low. An independent service may be too costly if it has only five messages a year to test.

However, the answer may be yes if the total number of tested messages each year is somewhere around 50. The advantage of HMTS is that it can test messages with different objectives, styles, content, and even length simultaneously. It is not necessary to have 50 clean water messages, 50 diarrhea messages, or even 50 health messages a year. The testing procedure works well with messages of unlimited variety, including commercial messages. This means that it can service a much broader community of media producers and, in this sense, combine effectiveness with practicality.

Imagine for a moment a National Message Testing Service (NMTS) set up at the ministerial level. The precise administrative organization would have to be consistent with the local situation, but the NMTS might be located in the communication ministry; assigned to one of the content ministries like agriculture, education, or health; or work through a local university. The critical point would be its willingness to accept a wide variety of message content for testing. This would ensure sufficient volume to make the service viable and could even generate revenue if commercial advertisers were charged a small service fee.

The NMTS could use school facilities in the evenings as testing centers and could develop a locally suitable random selection procedure for respondents. It would need a director, a group of questionnaire developers, result analysts, and report writers, as well as a group of test conductors. For a volume of 50 messages a year, the NMTS would need perhaps a central staff of four and a test center staff of nine, divided among three to five test centers throughout the country. The number of test centers would be determined in large part by the linguistic and cultural diversity of the audiences to be reached.

The NMTS would do two specific jobs. First, it would provide immediate information to producers on the effectiveness of specific messages, and second, it would collect comparative data over time to develop long-range culture-specific guidelines for message effectiveness. This kind of information would be used by planners to improve long-range programs and save valuable production resources.

The establishment of such a service would not be without problems. It would be costly. It would require national commitment and some interministerial coordination. As a government institution, it would be susceptible to its own bureaucratization. It is not a "small is beautiful" idea, but in some settings it may be a useful and appropriate method of providing quality message testing and long-range development of media production guidelines. As the cost and volume of media production increases, and as we become more demanding of our media products, it may be necessary to move away from the "do the best you can" approach to pretesting and toward a broader, more reliable, and ultimately more economical model. ■

William A. Smith is vice president and associate director of the International Division of the Academy for Educational Development. As project director for the Mass Media and Health Practices Project, Dr. Smith is developing practical new pretesting and pre-program research models for application in developing countries. For more information contact Dr. Smith at the Academy for Educational Development, 1414 22nd Street, N.W., Washington, D.C. 20037, U.S.A.

Project Planning

*This issue of **DCR** inaugurates **Project Planning**, a regular feature that will highlight for development planners the process of planning a communication project or the communication component of a project. Readers are invited to submit descriptions of their own project planning experiences, or suggestions for topics in communication planning that they would like to see treated in future issues.*

A Case Study in Communication Planning: The Liberian Rural Communication Network

by Richard C. Burke

Like many other countries in Africa, Asia, and Latin America, Liberia realized during the 1970s that, despite increased efforts and larger budget allocations, it simply was not possible to train and support enough field-workers, extension agents, teachers, nurses, and other development workers to reach all of the people in rural areas with essential information and services in health, agriculture, nutrition, and education.

In the fall of 1977, participants from the Liberian ministries of education, health, agriculture, local government and other development-related ministries decided to look at this problem of limited human resources for extension work in an innovative and systematic manner. The forum for their discussion was a seminar on communication in development, sponsored by the Liberian Ministry of Information and Cultural Affairs, the United States Agency for International Development, and the Academy for Educational Development. Throughout the three-day seminar, the participants studied a variety of approaches to the systematic use of communications in development, discussed case studies on the use of communications in other developing countries, and engaged in communication planning exercises. The most important activity of the seminar, however, was that people from the development ministries began talking to each other about problems of mutual concern.

In May 1979 a team of senior level personnel from the Liberian development ministries, accompanied by an education and human resources officer from USAID/Liberia, participated in a Basic Village Education Workshop in Jamaica that had convened to review the recently completed Radio Education Experiment in Guatemala. Following the workshop, the team visited the Guatemala project to study at first hand the applications of radio broadcasting to rural development and village education. On their return to Liberia, members of the team formed a permanent working group to continue to study the ways in which communications could benefit rural development programs in Liberia.

During this same period of time that the task force on communications was getting organized, a Rural Development Task Force was established to coordinate the planning of Liberia's development ministries. Ministry programs in rural development had traditionally been highly centralized efforts, with little interministerial cooperation, and with little if any innovative thinking about ways rural people could become more involved in their own development. The Rural Development Task Force wrote a plan presenting a comprehensive infrastructure for decentralization, including development councils, committees, and action groups, from the national and county levels down to the local village level. It soon became obvious to members of both the communications and rural development task forces that they should be working together toward devising effective communication and information activities in support of integrated rural development programs.

Planning Assumptions

In their meetings and discussions, members of both task forces agreed that effective communication planning should be based on the following assumptions:

1. *The communication of information is an essential element of any integrated rural development program.* Rural people in Liberia often fail to use existing services, either because they are not aware that such services exist, or they are not convinced of their usefulness. In remote areas where development activities are less systematic and less concentrated, rural families often fail to take advantage of information concerning pure water sources, nutrition, and community improvement, simply because the information is not presented to them in their own language in a format that is understandable and attractive to them.

2. *Coordinated planning is more efficient than isolated communication and extension activities.* Communication and information activities must be coordinated with other project activities, such as the efforts of available fieldworkers and the delivery of supplies and services. When Liberian farmers are urged to increase their production of rice, they need to know where to buy high-yielding varieties of seed and other commodities, how to use them, and what results to expect. Moreover, a "grow-more-rice" campaign must be supported, in as many locations as possible, by practical demonstrations by well-trained extension agents. The necessary inputs must be made available to farmers at reasonable cost, in convenient locations, and at the appropriate times. Finally, coordinated planning of communication and information can reduce the number of situations in which two or more ministries may be delivering confusing or conflicting messages.

3. *Two-way communication and feedback from rural audiences to development organizations is essential to an integrated rural development program.* It is not easy for development workers who have grown up on centralized planning to think of communications activities from the point of view of the rural audience. It requires considerable preliminary work to determine knowledge levels, current attitudes, and practices of Liberian farmers, and it does not take one long to realize that this type of planning can only be done from the rural areas, and not from the capital city. In the context of communication as a two-way process, planners begin to see evaluation and feedback in a new light. Instead of thinking about evaluation as a step that takes place mainly at the end of a project, the planner comes to view it as a continuous process of gathering information, weighing it, drawing conclusions, and using the information to redesign and reproduce new programs for the benefit of the rural audiences.

4. *For isolated rural people in Liberia, local radio broadcasting is an attractive mass communication medium in terms of cost, range of influence, and long-term feasibility.* The Liberian government already offers radio programming for rural audiences, but much of it is in English, almost all of the programs are prepared in Monrovia, and there is little feeling among rural people that the programs are responding directly and immediately to their needs. If rural development efforts are to be decentralized, then it is essential that radio broadcasting also be decentralized by building production and transmission facilities in regions that serve substantial numbers of rural people. In addition to the building of facilities, program producers must increase their efforts to include local people in the design and preparation of the programs to

(Continued on page 15)

A Communicator's Checklist

1 ***Understanding Pictures: A Study in the Design of Appropriate Visual Materials for Education in Developing Countries,*** by David Addison Walker (Amherst, Massachusetts: Center for International Education, University of Massachusetts, 1979), 380 pp.

Understanding Pictures is based on the author's graduate thesis at the University of Massachusetts and, as a graduate thesis, is a very ambitious undertaking. Chapter 1 provides a useful overview of the state of knowledge concerning pictorial communication in general. Chapter 2 provides an even better review of the state of knowledge concerning pictorial communication with illiterates and marginal literates in non-industrialized societies. Both of these chapters will be profitable reading for scholars and communication practitioners who have *not* read widely in this area. Chapter 3 is a somewhat theoretical chapter dealing with theories of intelligence and cognitive growth.

Chapters 4 and 5 report on the actual field research that was conducted. The author used an imaginative and comprehensive battery of 16 different pictorial communication tests. These tests dealt with such things as identifying photographs and counting cubes, and more difficult tests involving foreshortening, depth perception, and perspective coordination.

The 16 tests dealt with three basic questions:

> The first . . . had to do with pictorial recognition. To what extent do pictures provide the same optic information as the real world of objects? . . . The second question derived from recent cross-cultural research in cognition. It has been found that traditional societies often fail to provide adequate intellectual stimulation for the development of some of the higher cognitive processes. We wanted to find out if this was true in the case of our Nepalese subjects, and particularly, we sought to investigate difficulties pertaining to spatial tasks. . . . The third question we raised had to do with whether or not any of the spatial difficulties the subjects encountered with real objects would have bearing on their understanding of pictorial space.

Thus, the research questions underlying this study are indeed relevant and important to both scholars and communication practitioners. However, after reading the results of the 16 separate tests, one comes away with a sense of admiration for the author's diligence, but a sense of disappointment concerning the book's contribution to theory on one hand and to applied communication on the other. These two areas of disappointment will be addressed in turn.

In spite of the great amount of field research that was conducted, the 16 tests, taken as a whole, do not make a significant contribution to pictorial communication theory. Why is this so? One reason is the sample used. It consisted of 45 villagers, 10 factory workers, and 10 engineering students. In addition to its small size, the sample was "fairly unrepresentative of Nepalese villagers generally and was probably, on the whole, better at interpreting pictures than the average." Given, then, that the study is based on a convenience sample of 65 Nepalese, it is inappropriate to generalize, as the author does in the subtitle, to "developing countries." The research purist will also be troubled by a lack of information pertaining to the reliability and validity of the study.

Most communication practitioners would be willing to forgive the study's methodological weaknesses *if* the study came up with some clear-cut practical guidelines to help in the day-to-day work of developing and using pictures appropriate for illiterate and marginally literate audiences. Out of the total of 380 pages, 10 are devoted to "Designing Visuals for Use in Villages." The author states, "Perhaps the single most important finding of this study has been that topological relationships, such as proximity, separation, order, enclosure, and continuity are fairly easily understood by unsophisticated picture perceivers, whereas euclidean and projective relationships are not." Most of the remainder of the recommendations are either more-or-less common sense to practitioners experienced in the field, or have been included in earlier books on the topic.

In conclusion, *Understanding Pictures* will be of use to scholars and communication practitioners who have done relatively little reading, or who have relatively little experience, in this field. It will be of considerably less value to others. ■

Copies of Understanding Pictures *are available from the Center for International Education, University of Massachusetts, Amherst, Massachusetts 01003, U.S.A.*

Reviewed by Dennis T. Lowry, associate professor of communications at Temple University.

2 ***Communication and Social Change in Developing Nations: A Critical Review,*** by Goran Hedebro (Stockholm: Economic Research Institute, Stockholm School of Economics, 1979), 156 pp.

This short book presents a general overview of theories concerning the role of communication in national development. The author gives his personal perspectives on the merits and shortcomings of different approaches, and does not attempt to provide a comprehensive review of projects or research findings. The book's strength is that it concisely defines many critical issues facing communication researchers and policy makers today. Its weakness is that its analysis of the issues is greatly oversimplified and is shaped more by political ideology than by relevant research and experience.

The book begins with a review of early development communication theories, including the role of mass media in creating empathy and need for achievement, the diffusion of innovations approach, and instructional media for in-school and out-of-school use. Nonformal education and international information flows are also reviewed, and three case studies of alternative uses of communication — in China, Cuba, and Tanzania — are presented. Finally, the author offers a series of recommendations concerning communication strategies and research.

A central purpose of the book is to identify a "new model" of the role of communication in development, and to contrast the new model with the old, discredited "dominant" model created by U.S. communication researchers during the 1960s. Unfortunately, this reduction of the whole field to two contrasting models leads the author to misrepresent the intent and contribution of early researchers, and to grossly oversimplify the complex, varied, and often contradictory communication processes that take place in the course of social change.

Basically, the book argues that the old, "Western" model, using mass media and change agents to induce change, really just serves to perpetuate the heavy-handed exploitation of the poor inherent in capitalist economies. In contrast, communication in socialist countries is participatory, and, therefore, responsive to the real needs of the poor. Hedebro reiterates the criticisms of development communication projects and research articulated by many prominent academics during the late 1960s and 1970s: that media teach alien consumerist values, that communication projects fail because support services are not provided, that communication projects are one-way information flows without feedback, that media cannot teach complicated subjects, and that evaluators deliberately underestimate project costs to please the funding agencies.

This "dominant critique" of development communication is flawed for two reasons. First, it overlooks a growing body of studies and projects (many of them described in recent issues of this newsletter) showing significant, positive results of communication activities in a number of development contexts. Second, it does not adequately differentiate among different kinds of communication messages

and campaigns. Foreign news agencies, commercial broadcast media, advertising campaigns, and domestic political propaganda should *not* be considered in the same breath with public service communications (agriculture extension, health campaigns, etc.) and accused of jointly working to thwart liberation and development. Communication activities in developing countries serve different masters and different purposes. It is too simple to argue that there is a single "dominant model," or two starkly antithetical models — socialist and "Western." Many socialist countries, after all, make heavy use of media campaigns, and some very innovative work in participatory adult nonformal education is taking place today in nonsocialist countries.

The book ends with some general guidelines for communication activities. Communication, Hedebro argues, should promote *self-reliance, participation, equity in the distribution of information,* and *increased attention to rural problems.* A number of research issues for the future are also proposed, including more policy studies, studies of alternative and traditional communication channels, and more pragmatic cost studies.

In general, the book provides a short, readable review of important issues in the development communication field. Unfortunately, the picture of the role of communication in national development that emerges neglects much of the richness and variety of experience that exists in the field. In effect, it restricts the range of alternative approaches available to the policy maker and project planner. While the book's recommendations for the future may be of interest to communication scholars and academics, they offer little that is new or of immediate practical interest to communication practitioners. ■

Copies of this manuscript are available in mimeographed form from the Economic Research Institute, Stockholm School of Economics, Stockholm, Sweden. The manuscript will be published as a book during 1980 in the United States, in a slightly revised version.

Reviewed by Richard R. Martin, U.S. Agency for International Development.

3 ***The Cheerful Revolution.*** 16mm film, Department of Medical and Public Affairs, George Washington University, 25 minutes, color.

Thailand's highly successful fertility control campaign included an innovative program to desensitize the public attitude toward contraception, set up a network of local community residents as contraceptive distributors, and conduct village fertility surveys. This program, developed by the Community Based Family Planning Services (CBFPS) in cooperation with the Ministry of Health's national family planning program, is well documented in this fast-paced, informative film.

A local hairdresser is depicted in the film as a typical participant in the village distribution program. She distributes contraceptives to the women who are her clients, receiving a small profit from each sale and giving discounts to those of her clients who are acceptors in the progam. Another distributor, a taxicab driver, sells contraceptives in his taxi and recruits volunteers for sterilization. If, in the course of a year, a taxi driver recruits 50 sterilization volunteers, CBFPS will pay his cab insurance for a year.

The film portrays an enthusiastic "desensitizer" working with young factory workers, children playing games with condoms, learning to accept them as common objects; and a mobile vasectomy unit stopping at a factory where a number of volunteers for sterilization have gathered. The other "marketing" methods that are shown in the film share the goal of making family planning acceptable and respectable.

CBFPS is expanding its work with the community distributors to provide them with additional skills in primary health care. Another outgrowth of the CBFPS program is the establishment of the Asian Training Center for Population and Community Development, in Bangkok. This center conducts two-week training courses for family planning workers from other countries who want to learn the techniques that have been so successful in this Thai program. ■

Available in English and Spanish from the Population Field Information Services, George Washington University Department of Medical and Public Affairs, Airlie, Virginia 22186, U.S.A.

Reviewed by Judy Brace.

4 ***Topics in Third World Mass Communications: Rural Development Journalism, Cultural Imperialism, Research and Education,*** by John A. Lent (Hong Kong: Asian Research Service, 1979), 123 pp.

After only 30 years of frustrating experience, LDCs and foreign aid-giving agencies are painfully acknowledging that nation-building is not an easy task. Part of the problem is the diversity encompassed by the word "nation." A small island can be a nation; so can a semi-continent. The mass media are often mentioned as important linkages for promoting national unity. "National unity" sounds like a powerful slogan, but in fact the phrase mirrors one of today's outstanding difficulties: a nation should be a unified entity by definition. If the people are obliged to emphasize national unity decades after a nation was formulated, the nation has a serious problem. Of course, mass media can promote national unity, but mass media alone can never create and sustain national unity.

A related question is whether a primitive person can identify a priori what his nation is. If a nation is exceptionally small geographically, its people can fairly easily recognize their nation, but for most nations on earth, the concept of nation can never be understood a priori. Thus, the people and government of any LDC are confronted with the challenging task of identifying their own nation. How can developmental journalism contribute to the formation and identification of this concept? Should the people start by verifying concepts of smaller assemblages, like communities, communes, or villages?

This book gives us a unique insight into this basic question. The author convincingly emphasizes the need for villagers' participation in the functioning of mass communication in local communities. All kinds of mass media are examined, not only press and broadcasting, but also folk media, mimeographed papers, and interpersonal communications. The author's global review of mass communication cases, some promising, others unsuccessful but informative, leads to the question: "Do villagers need outside help in the implementation of their communication processes?" In attempting to answer this difficult question, the author guides us through a review of the encouraging trend toward indigenization of some Commonwealth Caribbean mass communication agencies, and through an analysis of the historical development of government-media relationships and notions of "freedom of the press" in LDCs.

These analyses are informative, but the author's guiding light seems a little dimmed because of the overwhelming difficulties with which LDCs will have to cope in the coming years: undeniable dominance by foreign news agencies, poor capabilities of national mass communications agencies, and people's suspicion toward their own governments and toward government assurances of a free press in the future. These difficulties are clearly illustrated in the last chapter, which depicts some of the problems of conducting communication research, especially in Southeast Asia.

If this book had referred to the use of mass media for formal education, the reader would have been given a more promising perspective. As it is, the book does give us timely and valuable warnings about mass communication which neither educators nor journalists can afford to ignore. ■

Topics in Third World Mass Communications is available from the Asian Research Service, G.P.O. Box 2232, Hong Kong.

Reviewed by Shigenari Futagami, senior mass media specialist for the World Bank.

Honduran Organization Involves Community in Curriculum Reform Project

by Caridad Inda

Accion Cultural Popular Hondurena (ACPH) is a private voluntary organization that has been conducting adult education programs in Honduras by means of radiophonic schools since 1960. In its relatively short lifetime, ACPH has undergone a potentially shattering transformation. Born under the auspices of the Catholic church and closely tied in its early years to the church's parish structure, the organization is now an independent entity trying to devise a workable strategy for providing meaningful participatory education programs for Honduran *campesinos*. The transformation process is not yet complete.

ACPH was founded in 1960 by Monseigneur Evelio Dominguez, who, as bishop of Tegucigalpa, supported the establishment of a Catholic radio station and of radiophonic schools. The ACPH staff invited parish priests to establish radio schools within their parish boundaries, and the religious organizations became a major channel for promoting the radio school idea among the people.

In the beginning, the content of the radio programs was modeled closely on that of Radio Sutatenza in Colombia. From the start, the objectives of the radiophonic schools have been much broader than simply to make people literate. Substantive areas such as health, agriculture, religion, and home economics have also been covered. A general objective expressed by ACPH in the early years was "to awaken in *campesinos* an awareness of the need to develop their own initiative, use their own resources, and so help themselves individually and collectively to raise their standard of living . . . ."

Politicization and Growth

In 1968, ACPH staff began studying the works of Paulo Freire. They found his methodology well suited to adult learner needs and to the political awakening of a people. Between 1971 and 1974, ACPH introduced substantial program innovations, including an accelerated primary program and an agricultural development program. In June of 1972 ACPH reached an agreement with the Ministry of Education that would entitle graduates of the primary program to receive an official primary school certificate.

Meanwhile, developments on the national level crystallized in the creation in June 1971 of the Coordinating Council for Development (CONCORDE), of which ACPH was a founding agency. The role of ACPH within CONCORDE was defined as "supporting a heightened awareness of cultural values beginning with literacy and leading on to the discovery of the social values of grassroots organizing." The radiophonic schools were to be the vehicle for the creation of grassroots organizations. The subsequent growth and strength of *campesino* movements, especially the National Campesino Union (UNC), are a measure of ACPH's success in grassroots organizing.

Gradually, as CONCORDE became more politicized, the Catholic church hierarchy began to remove church-related institutions from the consortium. When CONCORDE was dissolved in April 1978, each of the participating institutions was left with the tasks of defining its goals and objectives as an independent entity and of creating a public image to attract foreign funding. For ACPH, "separation from the hierarchical church underscored the need for internal reorganization and for new strategies to accomplish its goals."

ACPH Reorganizes

As part of the reorganization, the ACPH board approved a vertical, centralized structure designed to exercise control over the organization's fieldwork and assure more responsible administrative practices. Following this bureaucratization, however, one of the early strengths of ACPH began to erode, namely, the spirit of dedication of the radio school monitors and the staff.

An appreciation of this dedication is fundamental to understanding the tremendous potential for change that the infrastructure of ACPH represents. ACPH is essentially an institution manned by volunteers. There are several hundred *campesino* men and women willing to serve their communities as local organizers and moderators of adult radio school groups. Ideally, there is one monitor per level (the primary school curriculum is covered in four levels), but more often than not, one monitor serves all four levels, especially if the group of adult learners is small. The pre-service and in-service training of these monitors constitutes one of the high priority objectives of the organization.

The Curriculum Reform Project

The Curriculum Reform Project initiated by ACPH in April 1979 attempted to respond to this training priority and to other organizational needs. The more pressing of these needs were: 1) to seek innovative ways to render services; 2) to achieve a maximum cost-benefit ratio; 3) to adapt content and methodology to the real needs of the *campesinos;* 4) to achieve an effective integration of its programs in the field; 5) to become self-supporting; and 6) to ensure greater participation of the *campesinos* in the design, structure, and implementation of programs. ACPH established a project team to work toward developing a program to meet these needs. As of this writing, the project team has attempted a new design for the educational activity of ACPH and has taken the first steps toward implementing a participatory research method in its fieldwork.

In order to respond to the main objective of the Curriculum Reform Project — to design an integrated curriculum — the project team first set itself the task of conceptualizing the work of ACPH as a whole. The team attempted to lead ACPH to see its work not as individual programs for which different individuals are totally responsible, but as varying expressions of a holistic educational concept. Integration is therefore sought in terms of organizational goals as well as at program, administrative, and fieldwork levels.

Participatory Research

The team outlined the initial stages of its design and implemented them on an experimental basis during the first six months of the project. One of the most prominent aspects of the design is the activity they have termed "participatory research on the national reality." The purpose of the participatory research methodology is to create basic tools that the *campesinos* can use to achieve a deeper understanding of their reality — personal, communal, regional, and national.

The project team recognized that one way to understand a complex mechanism — or a social reality — is to study its component parts. When a rural community is aware of its manpower (its economically active population), its land, and its capital, and of the relationships among these elements, it has taken the first step toward self-evaluation. An accurate analysis of these elements provides a basic picture of the community's economic structure. Community members can map such data as geography, climate, crops, land tenure, housing patterns, and communications by themselves.

Working from a model created by Nemesio Porras, the project team experimented with mapping techniques and achieved quite satisfactory results. They discovered that the mapping instruments can be kept simple or can grow in sophistication, depending on

the nature of the community doing the evaluation. Once the resources have been identified, the relationships established, and the problems specified, the community is ready to consider alternatives for action.

Early in the project, the team recognized the importance of complementing their academic view of reality with the *campesino's* perception of the world; therefore, project team members began to work closely with the field staff, radio school monitors, and adult learners. They realized the need for better knowledge of *campesino* thought and language patterns in order to be able to engage in authentic dialogue, whether face to face, in written materials, or over the radio.

The continuing exercise of participatory research would ensure that the office staff, field staff, monitors, and adult learners shared a common knowledge base and were familiar with each other's frame of reference. Themes and curriculum content would result from the organization of this "raw material," and further refinement would allow for regionalization of the materials.

The new teaching learning units produced by this process follow the methodology of nonformal education and are therefore characterized by:

- an integrative approach;
- recognition that the *learner* is the subject of the educational activity;
- placement of the educational process in the context of continuing education;
- considering the monitor as the "animador" or moderator of the group.

The participatory process takes into consideration the psychological, sociological, and financial needs of adult learners, whose judgment of new learning material will be based ultimately on its relevance to the problems they face in their daily lives.

In its initial stages, the curriculum reform process has had a fair degree of success in attracting and sustaining the participation and enthusiasm of the field staff, radio school monitors, and adult learners. Whether the process can be moved out of the experimental stage will depend on whether the necessary support systems can be developed or strengthened. This requires adjusting the structure of the ACPH organization to make optimum use of its available human and material resources — by stimulating the volunteers, supporting the creation of strong associations of radio school monitors, devising personnel policies that provide for advances based on merit and that establish the potential for individual growth and development, and providing pre-service and in-service training.

Conclusions

The purposes of the Curriculum Reform Project team in creating its design were:

- to provide ACPH with a flexible pattern for integrating the organization internally in terms of its own departments and functions, and externally in terms of its links with the national and regional communities, with the local communities, and with subsets of local groups and individuals — the adult learners with whom ACPH actually works.
- to include the local communities in the decision-making process.
- to create a design that is relevant in terms of the larger community and at the same time addresses the needs of the community as community members perceive them.
- to create a design that is open to change on a continuing basis.

The design is now moving into the implementation phase. ■

For more information contact Dr. Caridad Inda, Vice President, International Division, International Research Resources, Inc., 4603 Cheltenham Drive, Bethesda, Maryland 20014, U.S.A., or Professor Cesar A. Aldana, Jefe, Seccion Pedagogica, ACPH, Aptdo. C-24, Tegucigalpa, Honduras.

Caridad Inda is a social scientist specializing in grassroots development in the areas of nonformal education, appropriate technology, and women's issues.

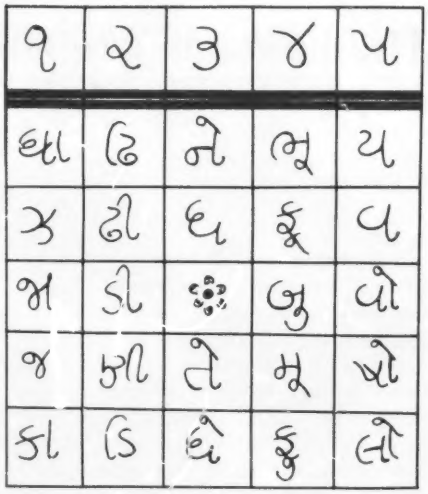
A Game for Teaching Literacy

by Kiki Munshi

Illiterate and semi-literate women in India are playing a game that may help them learn to read. The game is part of an experiment conducted under the auspices of the Self-Employed Women's Association (SEWA) of the Textile Labor Association in Ahmedabad, Gujarat.

"Phul" (named after the flower in the center of the card) started with the concepts used in Bingo. Each player has a card with five numbered columns. As letters are chosen, called out, and written on a blackboard, players place markers — in this case, locally available and inexpensive cowrie shells — on the squares in which these letters appear. The first player to cover five spaces in a row wins a small prize, furnished by the project.

Each column has been "assigned" a universe of consonants and two to three "combining forms," the special shapes vowels take in North Indian scripts when joined to a consonant. The use of vowels together with consonants provides enough possible letter combinations to make the game work, and the game's developers think it probably also teaches and reinforces the use of combining forms.



A game card for "Phul"

The game was designed in response to the problem of motivation among adults in literacy classes in India. In a completely phonetic language such as Gujarati, one of the biggest obstacles to reading is the seemingly monumental task of learning all the letters that comprise the alphabet. The idea behind "phul" is that it will be played as a game but that it will, without conscious effort on the part of the players, either teach or enhance recognition of letters in the consonant-plus-vowel format.

"Phul" was first used in an informal experiment with a group of urban poor women and girls in December 1979. The participants grasped the method of play immediately and had little trouble matching letters on their cards to the letters written on a blackboard. The only problem encountered was in limiting the number of participants. Results of a more rigorous experiment, combined with an attempt to measure the amount of knowledge gain, should be available soon.

If the experiment is successful, SEWA will explore ways to distribute the game. A number of options are possible. One method would be to use the game in much the same way Bingo is played by church groups and charitable organizations in the United States. Players would pay a small sum for a card, and the total intake, minus 10 percent, would be given to the winner. The money withheld could be used to defray the costs of making and playing the game. Another possibility would be to market the game to middle-class families to subsidize its use by social service organizations.

"Phul" is ideally suited to North Indian alphabets but could be adapted for other languages as well. We would be interested in learning of other groups employing similar approaches to literacy teaching. Write to Kiki Munshi, Director of the Station College Executive Project in Adult Learning, University of California at San Diego, La Jolla, California 92093, U.S.A. ■

The Laubach Method for Producing Literacy Primers

by Cynthia Jakes Stadel

In 1974 Luis Oscar Londono, director of Laubach Literacy International's Latin America Regional Program, went to Quibdo, Colombia, to help with the first stages of a literacy project. Quibdo is situated on the Atrato River in tropical Choco state. Though the area is rich in minerals and forest products, capital flows out of Quibdo to Medellin and Bogota, leaving its 60,000 inhabitants impoverished. Many of them suffer the effects of malnutrition, improper sanitation, and polluted drinking water.

Londono had been invited to Quibdo by the regional director of the Servicio Nacional de Aprendizaje (the National Apprenticeship Service). At Londono's request, the regional director formed two investigation teams. One was sent to Barrio Kennedy, an older neighborhood numbering 3,500 residents; the second went to a new housing development of 800 persons, Little Beach. The teams' task was to talk with barrio residents and ascertain their view of city life. What problems did *they* see?

The teams were not only to note the problems the *barrio* residents identified, they were to record the language the people used in describing those problems. According to Londono, their words would form the vocabulary for a regional literacy primer, and the problems they identified would be subject matter for the unit lessons and follow-up books.

This participatory process bears little resemblance to the typical literacy campaign. In the traditional mode, a professional educator is called in to assess the needs of the uneducated "target population" and to design an appropriate curriculum. Adults in such campaigns are often taught the "3 Rs" in a context divorced from their reality. Civil engineers, agricultural extension agents, and public health officials contribute to such campaigns by writing easy-to-read booklets on such topics as how to build a latrine, how to care for livestock, and how to obtain an adequate diet. When their counsel goes unheeded, the experts attribute the failure to the population's inherent ignorance or lack of motivation.

In contrast, Laubach Literacy International defines literacy as the ability to use listening, speaking, reading, and writing skills to solve problems encountered in daily living. The critical question: Who defines the problems to be solved?

In 1971 Laubach Literacy analyzed its experiences in Latin America and concluded that impoverished adults can be motivated to learn only when they realize that the energy they expend on learning will help them resolve immediate social, political, economic, and spiritual problems *as they perceive those problems, not as they are defined by others.*

To ascertain the problems and concerns of the illiterate poor, the Centro Laubach de Educacion Basica de Adultos (CLEBA), headquartered in Medellin, Colombia, has developed what it calls the thematic investigation. Former Laubach researcher Norbey Garcia has described the investigation method as wide-ranging conversations between CLEBA staff and people from the *barrios* or *veredas* where literacy projects are being planned. The people who are interviewed, often meeting as a group with CLEBA staff, determine the topics of conversation. Staff members listen, reflecting aloud the problems they hear expressed and enabling the group to clarify their concerns.

The humble black-and-white line drawing plays an important role in these conversations. As the group talks, a staff artist interprets their concerns. The group critiques his drawings, affirming or correcting his perceptions, and sharpening their own perceptions in the process. In using the listening and speaking skills of the group, the thematic investigation becomes the first phase of the literacy project; it affirms the ability of participants to identify their own needs.

The problems or themes that emerge from the investigations are incorporated into the literacy primers in a complementary blending of the methodologies of Laubach and Freire. The key words chosen to introduce sounds and alphabetic symbols are those arising from the conversations and illustrating the issues confronting the learners.

For example, an urban primer developed in Medellin introduces *p* and *v* with the words *pago* (pay) and *vago* (vagrant). The letter *p* is superimposed on a picture of a man receiving wages; the *v*, on a man loafing. This ancient association technique, which became Frank Laubach's hallmark, helps the learner recall the printed word and initial sound. The theme of the unit is unemployment, a critical concern of Medellin's *barrio* residents. Illustrations for the unit are drawn from the investigation, as are the accompanying story and discussion questions. In a rural primer, *pasaje* (travel fare) introduces the *p* sound in a unit that deals with the transportation problems facing Colombia's rural population.

In the process of developing literacy skills, project participants are thus developing their own curriculum: they identify their own problems, study them, and plan appropriate actions. The need for new information arises naturally out of the desire to plan and act; the literacy study groups and thematic investigations have produced a series of more than 60 books for new literates — Books from the People. Published by CLEBA, titles in this series include *The Economy, Political Parties, Oral Hygiene, Social Security, The Rights and Responsibilities of Workers, How to Keep Accounts, Popular Songs,* and *Sports and Recreation.*

For further information contact Laubach Literacy International, P.O. Box 131, Syracuse, New York 13210, U.S.A. ■

Cynthia Jakes Stadel is editor of public education services for Laubach Literacy International.

Using Radio to Teach English

A major project is now underway to test whether radio can be used effectively to teach English language arts. In the course of the five-year Rural Primary Schools Extension Project, a series of radio broadcasts will be developed to teach English in the first three grades of primary school in an African country where English is currently used as a language of instruction. The project will apply the experience gained in many previous radio projects, particularly the Radio Mathematics Project in Nicaragua. The use of instructional radio should help to compensate for the host country's severe shortage of primary school teachers, brought about in part by the decision to universalize primary education, and in part by increased school enrollments due to population growth.

The Academy for Educational Development will conduct the project, under contract to the U.S. Agency for International Development. The host country will work closely with the contractor during the project: Ministry of Education participants will be trained in monitoring the use of the radio lessons and making necessary modifications, and primary classroom teachers will gain experience in using radio lessons and conducting appropriate pre- and post-broadcast activities. It is anticipated that, by the end of the five years, host country personnel will have gained the administrative and technical skills and experience necessary to ensure the continuation of the radio language arts program, provided the program has proven its effectiveness.

Contact Maurice Imhoof, AED, 1414 22nd St., N.W., Washington, D.C. 20037, U.S.A. ■

On File at ERIC

The papers and reports reviewed in this column are all in English and are available in microfiche or paper copy from the ERIC Document Reproduction Service (EDRS), P.O. Box 190, Arlington, Virginia 22210, U.S.A. Please order by ED number and enclose payment for price indicated plus shipping.

● Ogan, Christine. ***Changing Patterns of Mass Media Use and Effects in an Urban Squatter Settlement.*** Paper presented to the Association for Education in Journalism, Seattle, Washington, August 1978, 35pp. (ED 165 170)

To test the impact of mass communication on the modernization of individuals living in the countries of the Third World, the author devised a follow-up study to a survey originally conducted in 1962, whereby migrant residents in Ankara, Turkey, were interviewed regarding the effects of urbanization on their lives. While economic and living conditions had improved for the 65 original respondents interviewed, the study revealed very little change in behavior and attitudes, other than an overall decrease in the use of mass media and an increase in awareness of the value of voting to effect political change. The findings did not support theories that attribute great importance to the impact of urbanization and mass media in changing traditional lifestyle patterns. Tables comparing the results of the two surveys are included. Available from EDRS in microfiche for 83¢ or in paper copy for $3.32 plus shipping.

● Murphy, Sharon M. ***Voter Registration Drive in Nigeria: Patterns of Communication Influence.*** Paper presented to the Association for Education in Journalism, Houston, Texas, August 1979, 14pp. (ED 177 580)

Approximately 500 people were interviewed in a study designed to assess the effectiveness of and response-motivation to a public action campaign in a developing country. Focusing on Nigeria's voter registration drive conducted in preparation for that country's first political elections in more than 13 years, the study explored some factors that influenced prospective voters' decisions to register and vote, as well as their general attitudes toward the voting process. The results showed that radio, interpersonal contacts, and small group situations predominated, both at the level of initial awareness and at the level of influence on personal decisions to register; radio appeared to be almost as powerful as interpersonal forms at both these levels. While 91 percent of those interviewed were registered and 100 percent said they intended to vote, voter registration seemed to occur with little understanding of its purpose and benefits. The interpersonal factors seemed most effective in influencing such wide cooperation in the registration drive, but the people's experience with political upheavals in the past made them wary of the results of the elections. In addition, the campaign was one of information (telling people to vote) and not of communication (telling them why to vote). The findings suggest that more careful consideration needs to be given to the mentality and experience of the people to whom such massive public information efforts are directed. Available from EDRS in microfiche for 83¢ or in paper copy for $1.82 plus shipping.

● Cooke, Thomas M., and Romweber, Susan T. ***Radio, Advertising Techniques, and Nutrition Education: a Summary of a Field Experiment in the Philippines and Nicaragua. Final Report.*** Washington, D.C.: Manoff International, Inc., 1977, 136pp. (ED 167 121)

In this experiment, infant and child health and nutrition education messages, patterned after the reach-and-frequency techniques of commercial advertising, were broadcast to target groups of young mothers over local radio stations in the Philippines and Nicaragua without the support of more conventional education methods. The messages were developed in consultation with local health and nutrition authorities, recorded using professional talent from local radio stations, pretested with representatives of the target audience, and aired according to the listening habits of the target groups. Evaluation data were gathered through a series of questionnaires administered to 1,000 mothers in their homes before the broadcasts began and at intervals of six months thereafter. These interviews were supplemented by self-administered questionnaires by doctors, teachers, and other community workers. Results indicated that the broadcasting was successful in improving practices of infant and child health care and nutrition, and in bringing about changes in behavior as well as in attitudes and knowledge. Appendices include copies of several questionnaires used in the study, a letter to community workers, and examples of the radio messages. Available from EDRS in microfiche for 83¢ or in paper copy for $9.32 plus shipping.

● Meyers, James, and others. ***Public Marketing: An Alternative Policy Decision-Making Idea for Small Cities. Community Development Research Series.*** Davis, California: University of California-Davis, Department of Applied Behavioral Sciences, 1976, 9pp. (ED 125 845)

The concept of public marketing provides a strategy for the systems approach to community development that could facilitate the community decision-making process through improved communication. Techniques that can be adapted from the social marketing research process include the community inventory — citizen assessment of local conditions via a checklist; the reconnaissance approach — overview of information derived from key citizens or groups via small samples; group diagnosis — interviews with a small selected group of individuals; and opinion or attitude surveys — community needs as perceived by the public. An exemplary marketing approach is now operative in Yuba City, California, where traditional approaches to community development have been cast into a total system. Available from EDRS in microfiche for 83¢ or in paper copy for $1.82 plus shipping.

● Allen, Dwight W., and Christensen, Philip R. ***The Use of Communications Media to Improve the Quality of Life in Technologically Developing Nations: A Strategic Overview.*** Washington, D.C.: Academy for Educational Development, Inc., 1977, 105pp. (ED 154 838)

Designed for use in planning communications programs, this report examines strategies for using the mass communications media to improve standards of living in developing countries. A general introduction is followed by a critical examination of available communication techniques, an analytic overview of specific educational goals, and an explanation of relevant change and decision-making strategies. It concludes with 16 basic steps for creating a communication/education program for a technologically developing nation. Available from EDRS in microfiche for 83¢ or in paper copy for $7.82 plus shipping.

Two pamphlets, How to Use ERIC *and* How to Start an ERIC Collection, *are now available free of charge, while supplies last, from the ERIC Processing and Reference Facility, 4833 Rugby Avenue, Suite 303, Bethesda, Maryland 20014, U.S.A., and thereafter for $2.75 each from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, U.S.A.* ■

Barbara B. Minor, Publications Coordinator, ERIC Clearinghouse on Information Resources, School of Education, Syracuse University, Syracuse, New York 13210, U.S.A.

Communication Periodicals to Note

Communication Abstracts is a quarterly service providing abstracts of communication-related publications worldwide. Each issue contains some 250 abstracts of articles, reports, and books in the area of general communication, mass communication, advertising and marketing, broadcasting, communication theory, interpersonal communication, small group communication, organizational communication, journalism, public relations, radio, public opinion, speech, and television. *Communication Abstracts* is edited by Thomas F.

(Continued on page 14)

Gordon of Temple University. Subscriptions are $60.00 per year for institutions, $36.00 for individuals. Subscription orders from the U.K., Europe, the Middle East, and Africa should be addressed to Sage Publications, Ltd., 28 Banner Street, London EC1Y 8QE, U.K. All other orders should be sent to Sage Publications, Inc., 275 South Beverly Drive, Beverly Hills, California 90212, U.S.A.

InterMedia is a bimonthly magazine on world communications policies and systems, including both news reports and analytic articles, published by the International Institute of Communications. Subscriptions to *InterMedia* are $35.00 per year for institutions, $30.00 for individuals. Subscription orders should be addressed to the International Institute of Communications, Tavistock House East, Tavistock Square, London WC1H 9LG, U.K.

Mass Media Booknotes is a monthly newsletter presenting short reviews of current books on mass media subjects such as broadcasting, media production, journalism, international communication, advertising, educational media, telecommunications, communication law and policy, popular music, film, and photography. Special issues published once a year include a roundup of books on film and an analysis of the year's U.S. government publications on media. Edited by Christopher H. Sterling, *Mass Media Booknotes* is available for $5.00 per year in the U.S. and Canada, $6.00 per year elsewhere. All subscriptions must be prepaid to Christopher H. Sterling, Department of Radio-Television-Film, Temple University, Philadelphia, Pennsylvania 19122, U.S.A.

Health Education by TV and Radio

The Internationales Zentralinstitut für das Jugend- und Bildungsfernsehen (IZI) (International Institute for Youth and Educational Television), an information and documentation center at the Bavarian Broadcasting Corporation, has for several years been organizing international conferences on the use of radio and television to help solve current educational and social problems. This year, the IZI is staging, in cooperation with the Division of Public Information of the World Health Organization, an International Information Week on "Health Education by Television and Radio." The conference will be held in Munich, Germany, November 17-21, 1980. The objective of the information week is to present radio and television programs from various broadcasting organizations that contribute to specific areas of health education, particularly programs pertaining to young people, and to stimulate discussion and cooperation among health education officers, program producers, and experts in communication science. Languages used in the conference will be German, English, and French. For further information contact IZI, Bayerischer Rundfunk, Postfach 20 05 08, 8000 München 2, Federal Republic of Germany.

Audiovisual Production Training

The Peruvian Audiovisual Production Center for Training (CEPAC), under UNDP/FAO sponsorship, will be offering its second international intensive audiovisual production course from September 1 to December 15, 1980. The course aims to provide a limit of 15 participants with the planning and production skills necessary for using television for training. Participants must be nominated by their institutions for the three-month course; registrations will be accepted until August 15, 1980. For further information contact CEPAC PER 76/003, Apartado 4480, Lima, Peru. Cable: FOODAGRI. Telex: 25375.

Is our new mailing label for you correct?

The Clearinghouse has just created a new mailing list, using the forms our readers have been returning to us for the past few months. Please examine the mailing label on this issue of *DCR* to make sure your name and address are accurate. If corrections are needed, please return the label to us, indicating the necessary changes.

New Clearinghouse Activities

The Academy for Educational Development has recently signed a new contract with the Office of Education of the Development Support Bureau, U.S. Agency for International Development, providing support for the operation of the Clearinghouse on Development Communication for the next three years. Under this new contract the Clearinghouse will not only continue its regular information services (*Development Communication Report*, *Project Profiles*, and the reference service), it will also be applying its expertise and materials in some new ways. A new mechanized information cataloging and retrieval system is being developed that will enable Clearinghouse staff to track documents more easily, create specialized bibliographies, target information to special segments of our audience, and generally use the contents of our resource collection more efficiently and effectively in serving the field.

Part of the process of developing this information system will involve the creation of a development communication thesaurus, or controlled vocabulary, which will identify the key concepts and key words in the field of development communication. We will also identify a bibliography of the core documents in development communication. The products of this process will be made available to *DCR* readers in monographs and other publications.

One activity that is expected to benefit *DCR* readers in particular is the formation of an Editorial Advisory Board for *DCR*. This board will help us to increase the number of articles written by development planners and practitioners in the developing world by suggesting authors, topics, and projects on which to focus.

Clearinghouse staff will also design and manage several seminars on development communication for USAID mission officers and their counterparts. Topics of special interest in specific communication technology skills are being solicited.

Annual IIC Conference

The 1980 Annual Conference of the International Institute of Communications will be held September 7-11, 1980, in Ottawa, Canada. The conference will include plenary sessions on the North-South dialogue and the international flow of specialized information. Discussion groups will focus on satellite communications; the regulation of telecommunications; government, industry, and the information society; the New World Communications/Information Order; and the changing media scene. For information contact Edward W. Ploman, Executive Director, IIC, Tavistock House East, Tavistock Square, London WC1H 9LG, U.K.

WIN NEWS

WIN NEWS — Women's International Network News — is a quarterly news service that reports on international events of importance to women, and on new activities and programs by and for women all over the world. It was first published in connection with International Women's Year in 1975. Women are encouraged to participate in this communication network by sending in information and news items about women's activities and achievements in their own country or region. Current subscription rates are $25.00 per year for institutions, and $15.00 for individuals. Back issues are available for $5.00 each, or for $15.00 for each annual volume. Readers are invited to sponsor a subscription for an individual or a women's organization in the developing world that cannot afford to subscribe. For more information contact Fran P. Hosken, Editor, *WIN NEWS*, 187 Grant Street, Lexington, Massachusetts 02173, U.S.A.

Translating Articles from DCR

DCR readers frequently ask us for translations of articles we have published. Unfortunately, we are unable to cover the cost of translating *DCR*. We do know, however, that some of our readers translate portions of *DCR* for their own publications or for distribution in their projects and programs. We encourage this, and we also encourage any readers who have translated *DCR* to send us their translations, so that we might share them with others.

Project Planning

(Continued from page 7)

foster a true spirit of participation and involvement.

These four assumptions, then, become the basis for all future planning activities for the Liberian Rural Communication Network:

- The communication of information is an essential part of any integrated rural development program.
- Coordinated planning is more efficient than isolated communication or extension activities.
- Two-way communication and feedback from the rural audiences are essential to a successful development activity.
- Local radio broadcasting is an appropriate communications technology for Liberia.

Implementing the Plan

Recent events in Liberia make it impossible to comment on the current status of the Rural Communications Network. However, it was agreed earlier this year that implementation would employ a systematic approach and would include the following steps:

1. *Needs assessment and determination of audience characteristics:* What do rural Liberians have to say about their own living conditions? How can we capitalize on what they already know? How do they learn new information and practices? What is the best way to gather this information?

2. *Determination of content priorities and measurable objectives:* What information must be communicated at once? What are rural people telling us about *their* priorities? How can we state desired outcomes in such a way that we will know whether or not we have achieved our intended purposes?

3. *Survey of other message sources and analysis of context:* What are the different ways in which people get information? What is the influence of friends and relatives? How can we avoid conflict among sources of information?

4. *Media and format decisions:* Although radio broadcasting is a principal means of communication, what other channels are available? What about folk art, singers, actors, dancers, and other forms of entertainment? What do we know about people's preferences? Do they like lectures? interviews? radio novels?

5. *Program writing, pre-testing, and production:* How often should we deliver the same message to a rural audience? How can we find out if the audience will comprehend a series of programs? What production techniques are appropriate to particular messages?

6. *Delivery, reception, and utilization:* Will the broadcast signals be clear and free from interference? Can we reasonably expect people to listen in groups, and to take part in discussion after the programs? How can we stimulate group listening, discussion, and action? How can we attract monitors or animators to work with organized rural groups?

7. *Evaluation, feedback, and system modification:* How do we know if our communication strategies are working? How do we gather the appropriate kinds of information from rural listeners? What steps must be taken to modify our communication activities?

Conclusion

Although progress on the Liberian Rural Communication Network has been slowed, Liberian officials have come to recognize and value the fundamentals of good comnications planning. They recognize that communications has an important function to fulfill in developing planning, and that a systematic approach to communication can yield increased benefits to rural Liberians in knowledge, attitude change, and improved practices in health, nutrition, agriculture, and family life. ■

Richard C. Burke, professor of telecommunications at Indiana University, participated in the 1977 seminar on development communication conducted in Liberia, and in early 1980 returned to Liberia as a member of a planning team along with Robert M. Morgan (team leader), Bella Mody, and David Wilson.

Bibliography on Non-Formal Education Periodicals

The Non-Formal Education Information Center at Michigan State University has recently published a select annotated bibliography of *Journals and Newsletters on Non-Formal Education and Development.* The bibliography was compiled by Lynn C. Schlueter and Jim Fritz, using materials drawn from the resource collection of the NFE Information Center. Nearly 300 journals and newsletters are listed, with a brief description and complete address for each. Copies of this bibliography are available from the Non-Formal Education Information Center, Institute for International Studies in Education, 513 Erickson Hall, College of Education, Michigan State University, East Lansing, Michigan 48824, U.S.A.

Development Communication Report, published quarterly by the Clearinghouse on Development Communication, is distributed free to over 8,000 development professionals.

A center for materials and information on important applications of communication technology to development problems, the Clearinghouse is operated by the Academy for Educational Development, a nonprofit planning organization, and supported by the Development Support Bureau of the U.S. Agency for International Development as part of its program in educational technology and development communication.

The views expressed in *Development Communication Report* are those of the authors and not necessarily those of its sponsors. Original material in the *Report* may be reproduced without prior permission provided that full credit is given and that two copies of the reprint are sent to the editor.

Readers are invited to submit typed manuscripts of no more than 1000 words and to send in photographs.

Dilemma

(Continued from page 16)

Soon after the retreat, meetings were organized by the Country X nationals and expatriate specialists to air grievances and formulate suggestions for changes to be discussed with the Director. Subsequent meetings between Country X nationals and the Director proved fruitless and frustrating. The Director maintained a benign but patronizing attitude that communicated the message, "Yes, but I know best."

After many such disappointing encounters, the beginnings of open hostility were manifested — a lot of grumbling and sarcastic joking at the Director's expense of which he was unaware since he did not speak the language. When he was finally made aware of the foreign specialists' complaints, he put all of the blame for the discontent with the project onto a few specialists and labeled them disruptive.

THE DENOUEMENT:

When the hostility and disaffection among the Director's staff escalated to such an extent that he was forced to take action, he responded in a high-handed and autocratic way. He found reasons for getting rid of the expatriates he felt had been a bad influence; those designated as "non-beneficial" to the objectives of the program had their contracts terminated. This came as a blow to the local staff, since these expatriates were precisely the ones who had been understanding and sympathetic to them. When it became evident that the consensus achieved among the co-workers was not going to be respected by the Director, the staff began to form factions. Local program management close to the Director sided with him and began to harass certain of the disaffected staff members. Finally, two nationals resigned, and the enthusiasm and *esprit de corps* that the Director had set out to create through the retreat were in a shambles.

An opportunity to foster real self-reliance in rural development was thus squandered. For all of his apparent good intentions, the Director was unable (or unwilling) to relinquish his authority. Being truly helpful actually requires a great deal of humility from the helper — a willingness to subordinate one's own biases in order to listen with an open mind. The Director should never have made the pretense of democratizing the project. The tragedy is that people were given a chance at real decision-making and then denied the right to act on those decisions. It is not always possible to know what kind of harm will result from such actions — disillusionment, frustration, anger, a loss of confidence and commitment to self-sufficiency and rural development, or, more likely, all of these. A high price to pay for giving in to the authoritarian temptation. ■

Dilemmas in Country X: Candid Discussions about Failures

The author of this Dilemma, who prefers to remain anonymous, makes it clear that it is destructive to go through the motions of democratizing a project unless the project participants are to be given the right to follow through on their own decisions.

The editor invites readers of ***DCR*** *to contribute "dilemmas" — descriptions of the problems they have encountered in their own projects that might contain useful lessons for other development workers. Authors, projects, and countries can go unnamed if the author so requests.*

As a short-term consultant, I was called in by a rural development program to help set up its nonformal educational support component and to train a counterpart in the development, implementation, and evaluation of communication software and strategies. I was already familiar with Country X, having spent an extended period of time there several years earlier with the same organization, and I had maintained contact with several nationals — friends and co-workers. During my more recent three-month stay, I became involved in the events I am about to describe.

THE SITUATION:

An international organization is setting up a diversified rural development and training program in Country X. The goal of the program is to establish an infrastructure and train a staff of nationals to take over control of the program from the international organization.

THE PLAYERS:

- *Director of the International Organization:* A man of long experience, excellent qualifications, and good intentions. His experience, however, has been confined largely to the upper echelons of government administration, and although he has very good personal contacts on that level that can be beneficial to the program, he has very little knowledge of how things work at the rural village level. He does not speak the local language at all and is not inclined to learn, since all high-level administrators of Country X speak English fluently.
- *Expatriate Personnel:* A half-dozen long-term specialists in various aspects of rural development — agriculture, nutrition, family planning, literacy, etc. — all of different nationalities, hired to train and assist their Country X counterparts.
- *Local Staff:* About two dozen extension agents of varying experience and qualifications. Some have already been trained and are beginning to work in the villages to which they were assigned. Others are still being trained. The majority of these extension agents come from well-educated middle- and upper-class families (some are from large land-holding families, with highly placed social and political connections). A substantial number of these employees are participating in the program, not because of personal financial need, but rather out of a sense of dedication to the development of their country, and because this program offers them a chance to get on-site experience in rural development. Many are recent college graduates or were students during the war for independence, and many were politically active during the political confrontations that took place against the now-deposed president. It is important to note that the Director of the international organization is totally unaware of the caliber or social standing of these government extension agents.

THE ACTION:

The Director, working toward the goal of establishing a self-sufficient local organization to carry on the development program, decided to hold a week-long retreat in which all staff — local and expatriate — would participate. The idea was to create, through various workshops and discussion sessions, a cohesive group: informed, aware, and in agreement as to the needs and priorities of the development program.

The workshops dealt with various aspects of the program: communications, women's programs, agriculture, appropriate technology. Guest speakers were invited from private and governmental organizations. On the whole, all participants (the majority of whom were Country X nationals) felt that the workshops and discussion sessions were a great success. There was much interaction and discussion — and argument — about identifying real problems and appropriate means of dealing with them.

Unfortunately, the success of the seminar was the beginning of problems for the Director and His Plan for implementation of the program. During the retreat, Country X nationals began questioning the appropriateness of the existing proposal and its priorities and methods. They began to talk about restructuring the program along the lines of consensus that had been achieved during the retreat.

(Continued on page 15)

Development Communication Report

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